

**Manchester City Council
Report for Information**

Report to: Manchester Health and Wellbeing Board – 20 November 2024

Subject: Making Manchester Fairer: Tackling Health Inequalities in Manchester 2022-2027

Report of: Director of Public Health

Summary

This report provides a progress update on three elements of the Making Manchester Fairer Action Plan:

- i. Theme 7: Tackling Systemic and Structural Racism and Discrimination
- ii. Theme 8: Communities and Power
- iii. Establishing the Making Manchester Fairer Community Forum

Recommendations

The Board is asked to:

- Note the progress made on the delivery of actions within the Tackling Systemic and Structural Racism and Discrimination and the Communities and Power themes in the last twelve months.
 - Note the progress in establishing the Making Manchester Fairer Community Forum.
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Board Priority(s) Addressed:

Health and Wellbeing Strategy priority	Summary of contribution to the strategy
Getting the youngest people in our communities off to the best start	The Making Manchester Fairer Action Plan addresses all these priorities through its themes, workstreams and Kickstarter projects
Educating, informing and involving the community in improving their own health and wellbeing	
Moving more health provision into the community	
Providing the best treatment we can to people in the right place at the right time	
Turning round the lives of troubled families	

Improving people's mental health and wellbeing	
Bringing people into employment and leading productive lives	
Enabling older people to keep well and live independently in their community	

Links to the Manchester Health and Social Care Locality Plan

The three pillars to deliver the Manchester Health and Social Care Locality Plan	Summary of Contribution or link to the Plan
A single commissioning system ensuring the efficient commissioning of health and care services on a city-wide basis with a single line of accountability for the delivery of services	
'One Team' delivering integrated and accessible out of hospital community-based health, primary and social care services	
A 'Single Manchester Hospital Service' delivering consistent and complementary arrangements for the delivery of acute services achieving a fully aligned hospital model for the city	

Lead board member: Councillor Thomas Robinson

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents

are available up to four years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Building Back Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 6 July 2022

Making Manchester Fairer -Tackling Health Inequalities in Manchester 2022-2027 – Health Scrutiny Committee, 12 October 2022

Making Manchester Fairer - The Anti-Poverty Strategy 2023-2028 – Economy Scrutiny Committee, 18 January 2023

Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 25 January 2023

Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 7 June 2023

Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 20 September 2023

Making Manchester Fairer, Tackling Health Inequalities in Manchester 2022-2027 – Health Scrutiny Committee, 11 October 2023

Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 1 November 2023

Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 25 January 2024

Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 05 June 2024

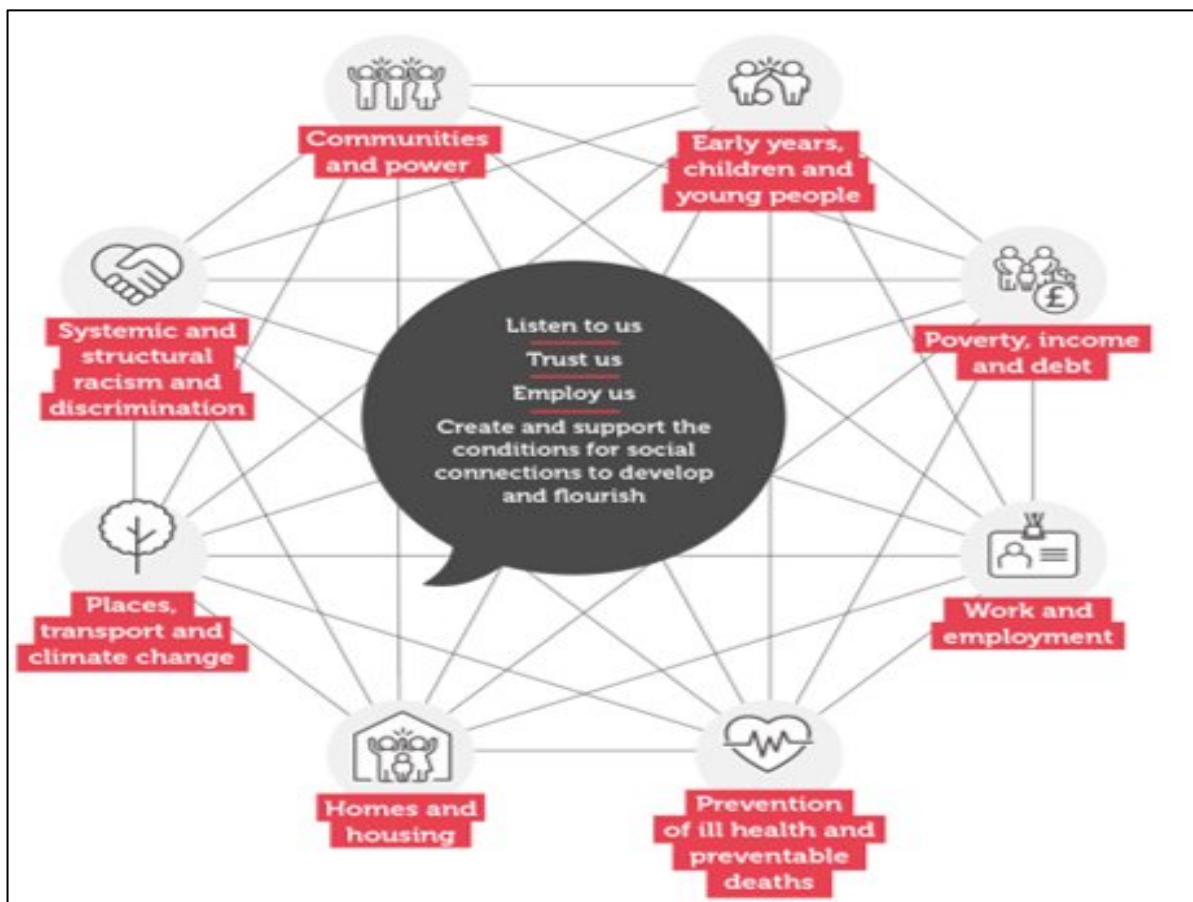
Making Manchester Fairer - Tackling Health Inequalities in Manchester – Health and Wellbeing Board, 27 September 2024

Making Manchester Fairer - Tackling Health Inequalities in Manchester 2022-2027 – Health Scrutiny Committee, 08 October 2024

1. Introduction

- 1.1. Making Manchester Fairer (MMF) is Manchester City Council's (MCC) five-year action plan to address health inequalities in the city, focusing on the social determinants of health.
- 1.2. The delivery of Making Manchester Fairer can be summarised by its eight themes, four ways of involving communities and six principles that underpin the way the programme will be delivered.

Figure 1: MMF Delivery Plan Themes, and Ways of Involving communities.



- 1.3. The six principles are:
 - i. Proportionate universalism and focus on equity
 - ii. Respond to and learn from impact of COVID-19
 - iii. Tailor to reflect the needs of Manchester
 - iv. Collaboration, creativity and whole system approach

- v. Monitor and evaluate to ensure we are Making Manchester fairer – narrowing gaps within Manchester as well as regional and national averages
 - vi. Take a life course approach with action on health inequalities starting before birth and right through to focus on ageing and specific needs of older people.
- 1.4. An update on the Systemic and Structural Racism and Discrimination theme and the Communities and Power theme was provided to the Health and Wellbeing Board in November 2023; within that report it was also noted that funding had been identified to commission an organisation to host the Making Manchester Fairer Community Forum. This report covers progress within these three elements of the programme over the last twelve months.

2. Systemic and Structural Racism and Discrimination and Communities and Power themes

- 2.1. Whatever place we happen to live in, the communities we belong to support and nurture our health. Connected communities, where people feel valued and involved in decisions that affect them and have a greater sense of control over their daily lives, are good for health and wellbeing and improving health equity.
- 2.2. Communities may be groups of people living in the same place or people that share a common identity or experience. Creating the conditions for individuals and communities to be empowered is essential for a long-term approach to addressing inequalities.
- 2.3. Systemic discrimination and racism leads to poor health in a number of ways. Communities that experience racial inequality, and other marginalised groups, are also more likely to experience socioeconomic disadvantage. Some communities are also less likely to have access to a range of services and opportunities because of structural and systemic discrimination. This in turn impacts on areas such as employment, housing and education.
- 2.4. Experiences of racism and discrimination (individual, institutional and systemic) can also be a psychosocial stressor which builds over time with long-term impacts on health and wellbeing – for example, everyday discrimination has been linked to heart disease, infant mortality, mental illness, substance misuse and life expectancy.
- 2.5. The actions outlined in the plan in relation to these themes aim to support communities to thrive, both through the way we work and engage with communities but also in ensuring that the way we deliver services and work with communities is free of prejudice and discrimination. A multi-faceted approach is important and needs to be supported by enablers that will help inform and support the changes that are required to reduce the inequality gap within the city: data and insight, a skilled and knowledgeable workforce and robust communication and engagement. We know that a system-wide

approach is required to have true impact in these areas and work being delivered under these themes bring together key stakeholders from within and outside of the city council.

3. A changing city

- 3.1. Manchester has seen significant population growth over the last 20 years. The 2021 Census estimated that the resident population for Manchester on Census day was 552,000 and tells us that the proportion of usual residents identifying as being from an ethnic group other than White British has increased from 40.7% in 2011 to 51.3% in 2021. The proportion identifying themselves as being from an Asian ethnic group has increased from 17.1% to 20.9% and those identifying themselves as being from a Black ethnic group has increased from 8.6% to 11.9%. At the next level of specificity, the largest absolute increases between the 2011 and 2021 Census were in the Census categories of people from Pakistani communities (increase of 22,971), and all African communities (increase of 22,140).
- 3.2. The population varies widely across Manchester's neighbourhoods. The wards with the highest proportions of people from Black, Asian and Ethnic Minority groups are Longsight (77%), Moss Side (75.8%), and Cheetham (73.3%). The wards with the lowest proportions are Woodhouse Park (18.5%), Brooklands (19.2%) and Didsbury West (19.3%).
- 3.3. The School Census further demonstrates this rate of change among younger age groups in the city:
 - In 2024, 67.9% of primary school pupils were from Black, Asian and minority ethnic groups (all ethnic groups except White British) compared to 63.4% in 2018
 - In 2024, 66.4% of secondary school pupils were from Black, Asian and minority ethnic groups compared to 60.8% 2018.
- 3.4. The Census found that the proportion of people identifying themselves as Christian decreased from 48.7% in 2011 to 36.2% in 2021 and those identifying as Muslim has increased from 15.8% to 22.3% over the same time period. The proportion identifying themselves as having 'no religion' rose from 24.7% to 32.4%.
- 3.5. It should be noted that the 2021 Census was undertaken during the COVID-19 pandemic so may not be a full count of people usually resident in Manchester. The Council's in-house modelling estimates suggest that as many as 33,000 residents may be missing from the Census data.
- 3.6. Manchester is the only city outside London to have residents in each of the 90 listed ethnic groups in the Census. A study in 2013 found that over 200 languages are spoken here, and recent levels of international migration suggest the figure may be higher now. The city also has a much younger

population than other major towns and cities with nearly 50% of the population under 25 and around 40% of these are likely to be multilingual.

- 3.7. Our changing population needs to be embedded in how we commission and deliver services across the organisation and with partners. We also need to develop the skills, knowledge, and expertise of our workforce to engage and involve residents from all communities as well as implementing anti-racist and anti-discriminatory practices both on a systemic and individual level.

4. Communities and Power (Theme 8)

- 4.1. There are a number of actions that have been highlighted in the MMF plan that bring together activities that are already underway alongside new pieces of work that will help strengthen our approach to engaging, working with and involving communities across the city. Key work areas include:

4.2. Community Engagement Maturity Assessment

- 4.2.1. High quality community and resident engagement is an important part of delivering the Making Manchester Fairer action plan and vital to our success as a Council and City. Our commitment is to continually 'evaluate how effective our ways of working in neighbourhoods are at achieving this, analyse for gaps and strengthen the approach to achieve our overall objectives'.
- 4.2.2. As part of building our understanding of our effectiveness and what the organisation may need to consider in terms of engaging with communities, an assessment of the maturity of community engagement within the city has taken place. Through the work of the Council and its partners, there is continual interaction with different residents, communities and groups across the city. The type of interaction can vary as can the quality and approach to engagement. This assessment seeks to highlight the strengths and weaknesses to the city's approach to engagement, allowing us to create a framework that will support the building of community power activity in the city. The ambition is that this framework is embedded across the organisation and wider Manchester system meaning that each service understands what good engagement looks like and will be able to draw on the right tools and support to achieve this. This will support our role in promoting community power and collaboration.
- 4.2.3. The assessment took place earlier this year and involved a number of different inputs. This included desktop research (including review of strategies and action plans), focus groups, and observations with teams within the council, teams across neighbourhoods, city policy and corporate functions as well as external partner organisations, including: housing providers; Voluntary, Community and Social Enterprise (VCSE) sector organisations; young people's organisations, and; health partners.
- 4.2.4. The analysis revealed that community power features prominently in the city's plans and strategies and that the council is committed to a wide range

of activities to support the strengthening of community power. This analysis was then used to feed into a design session to determine a set of quality standards that will help strengthen and guide our work in the area over the next period. However, whilst this recognition of intent is acknowledged, the analysis revealed there is more to do with each of the standards to ensure we are fully achieving each one.

4.2.5. The draft community engagement quality standards are:

- Vision and Strategy: we understand why and how we are building community power in Manchester
- Participation: we ensure citizens and communities have the power to shape the places and services they care about
- Leadership: we are champions for community power
- Culture and Mindset: we are people-oriented, pragmatic, open and collaborative
- Partnerships: we build deep connections and work in collaboration with communities
- Resources: we invest time and money promoting community power
- Data and Insights: we gather and share knowledge to increase the power of citizens and communities
- Skills and Learning: we are confident and building our capacity in community power
- Equality, Diversity, Inclusion, and Anti Racism: we reflect our diverse communities and uplift the voices of those seldom heard.

4.2.6. The assessment outlines how well established our work is for each of these standards, from which an action plan and appropriate governance arrangements are being established.

4.2.7. The premise of Making Manchester Fairer is to make change across the wider Manchester system. This work has involved and included colleagues not only from within the Council but also VCSE organisations and partner organisations such as housing providers. To test out whether these standards are right and fit for purpose, four 'Community Power Pioneers' have been identified to work through and develop a way of working that uses the quality standards to strengthen and develop their approaches to engaging and developing community power with residents in the city. These include two MCC services (Neighbourhood Teams and Human Resources), a partner organisation (Mosscafe St Vincent) and a place (Cheetham).

4.2.8. This work is at an early stage, but the purpose will be to catalyse action that strengthens community power in the long term. Doing this through different lenses will help not only strengthen our approach but also allow us to work through gaps in our approach.

4.2.9. Over the coming months we will:

- Develop a toolkit to promote best practice in terms of building community power
- Develop a programme of activity that takes the learning from the Community Power Pioneers to help embed the standards across the Manchester system
- Ensure connections to other opportunities such as the development of the Our Manchester Strategy where residents have told the Council that they have a desire to be more engaged and involved.

4.3. **Building Stronger Communities Together Strategy**

4.3.1. This three-year strategy is Manchester's first social cohesion strategy and an important piece of work to ensure we continue to build cohesion in the city. Over the last three years, and indeed in recent months, we have seen several challenges (both locally and nationally) that have tested our understanding of and approach to building integrated and cohesive communities. At a time of economic crisis and global instability, we need more than ever to invest in strengthening our communities and social relationships, particularly across difference.

4.3.2. Social cohesion is about developing neighbourhoods, workplaces, institutions and social spaces where difference is welcomed and celebrated and where empathy and curiosity about people 'not like me' is encouraged and embedded. When this happens, we can move beyond narratives of 'us' and 'them' towards ideas of kindness, trust, good relations between different groups and communities, and a sense of belonging for all.

4.3.3. The strategy focuses on people and relationships; how these can help to build and harness the skills and abilities of residents, utilise the assets in neighbourhoods to foster greater contact and participation within and between communities and local services, and build trust and a sense of belonging to local areas and the city. This work supports the development of community power within the city.

4.3.4. The strategy has three priority themes identified during a consultation that took place in 2023:

- Relationships are focused on bridging and bonding between communities. Relationships are not just about mixing with people who are like us and those we would normally mix with. They are also and importantly about

speaking with our neighbours and people who are from different backgrounds.

- Participation is about bringing people together to get involved in meaningful activities, for a shared purpose and engage in decisions about things that affect their lives.
- Belonging is about being part of something bigger than just yourself, along with a feeling of acceptance and support that can help fend off loneliness and help to make you feel more connected to those around you.

4.3.5. First year delivery plans are now being delivered within three areas across the city. A comprehensive update on this work was presented in a report to the Communities and Equalities Scrutiny Committee in October 2024.

4.4. **Winning Hearts and Minds: Community-Led Initiatives**

4.4.1. Winning Hearts and Minds (WHM) continues to drive work on community-led initiatives to improve health and wellbeing in communities facing the greatest disadvantage in North Manchester. Recent work has seen the development of an impact framework in partnership with the University of Manchester, reflecting how the WHM approach is tackling the wider social determinants of health in these communities. The real strength of the approach lies in the Fieldworkers' relationships and trust within communities, positioning them to connect people and enable things to happen quickly and meaningfully.

4.4.2. WHM work with a range of groups and individuals to deliver activity within neighbourhoods in North Manchester that is people-focused, often taking a co-design approach and collaborating with experts by experience to deliver initiatives or shape services that will improve health outcomes in the area.

4.5. **Community Development**

4.5.1. In January 2023 a team of Neighbourhood Community Development Officers transferred from Greater Manchester Mental Health NHS Foundation Trust into Manchester City Council, bringing with them engagement skills, community connections and resident relationships across the neighbourhoods of Manchester. This group of staff are now firmly embedded within the neighbourhood teams, strengthening the capacity and capability to engage and develop communities across the city. The team very much takes a resident-led approach, encouraging conversations that enable residents to influence decisions that affect their lives. This also helps uncover what their interests and aspirations are, so officers can support them in developing new local projects.

4.5.2. A review of how community development can support our work at the neighbourhood level is nearing completion. The review has focused on what is needed for the future, tackling the social determinants of health, recognising the gaps in health outcomes across the city, along with a

changing demographic. It will be important to focus resources where they are most needed and use the principles of proportionate universalism as we move forward. The team will also work to a core set of national standards for community development practice.

- 4.5.3. The practice of community development is a core element of Making Manchester Fairer, not only in terms of how this supports engagement and understanding of communities, but also in relation to how it supports communities to come together and organise effectively so that they can collectively achieve their aims and exert influence on decisions that affect them.

5. Tackling Systemic and Structural Racism and Discrimination (Theme 7)

- 5.1. Structural racism and institutional barriers are some of the most detrimental determinants of health, yet evidence linking racism to health disparities mostly on the role of discrimination experienced by individuals or interpersonal racism. While the focus on interpersonal racism is important and necessary, structural racism and its relationship to health inequities needed greater attention. One intervention to address this has been through the delivery of a comprehensive programme on Race and Health Equity to enable our workforce to be better informed, equipped, and confident to implement the right solutions that will improve outcomes for communities experiencing racial inequality and discrimination.
- 5.2. A comprehensive education programme on tackling structural racism and discrimination was commissioned with the aim of enabling our workforce from across the Manchester system to be better informed, equipped and confident to implement the right solutions that will improve outcomes for communities impacted by racial inequality and discrimination.
- 5.3. The Race and Health Equity Education programme for 2023/24 ended with the final session in July 2024. Approximately 60 participants from MCC and partner organisations such as Housing, Health and Greater Manchester Police successfully completed the programme. From the outset we had clear learning outcomes defined as part of the programme which included:
 - Understanding how racial inequity operates at different levels within a system and the impact that has on health outcomes; understanding that racism is a public health issue.
 - A better understanding of Manchester's population and its demographics with the ability to use data and insight effectively to make informed decisions.
 - An understanding of the importance of involving communities in codesigning and co-creating solutions to inform actions to reduce inequalities.

- The development of knowledge, skills, resources, tools and confidence to create more inclusive practices and approaches to services, giving participants the time, space, encouragement and permission to collaborate on planning and improving delivery.
- 5.4. The programme was delivered across three modules over a nine month period. During the first module participants were invited to discuss and explore the historical context and social construct of race, definitions, terms, language and how past and current thinking inform and govern how structures and institutions are set up. Building on the initial foundations, participants were then invited to share their experiences, reflections, learning and any actions following the session.
 - 5.5. For the second module participants explored key concepts such as 'race', 'racism', 'discrimination', 'health', 'inequalities', 'equity' and their often-contested nature. In this session, participants adopted a life-course approach to exploring the social determinants of health, thus placing health outcomes in a wider socio-economic context. Drawing on local lived experiences and examples of inequalities in access to healthcare, experiences, and outcomes, participants were able to develop and deepen their understanding of the relationship between protected characteristics, intersectional identities, service delivery and health outcomes.
 - 5.6. For the final module the focus was on the role of commissioning in tackling health inequalities experienced by marginalised communities and identifying the knowledge, skills and experiences required to deliver equitable care in a multi-cultural context. Cultural competence, empathy, empowering diverse teams and working inclusively with communities was also discussed. The topics were explored through facilitated discussions, prompts, case studies and involving community members with lived experience of health inequalities.
 - 5.7. The evaluation of the programme is underway with two external evaluation exploration hubs set to take place over the autumn. Initial data from an internal evaluation through a self-assessment process suggests that there has been a shift in confidence to challenge personal assumptions, understanding of allyship and increased confidence in holding difficult conversations on issues of race and health equity.
 - 5.8. In addition to the education programme outlined above participants were also able to access a limited number of masterclasses that provided insight into a range of topics, with a focus on the most persistent and pervasive issues marginalised communities face.
 - 5.9. Discussions are underway regarding programme accreditation to provide academic recognition and continuing professional development opportunities for current and future participants. Participant feedback has been used to inform the design of the programme for 2024/25 which will launch on 5 December 2024.

6. Working together across the two themes

6.1. Due to the close relationship between the Structural Racism and Discrimination and Communities and Power themes, a number of actions are being delivered jointly for both themes. These include:

- Supporting and developing infrastructure for engaging communities that experience racial inequalities and other communities that are marginalised or face discrimination, and using these, and other place-based approaches, to develop, deliver and evaluate culturally proficient services.
- Supporting and educating the workforce to improve their knowledge and confidence when engaging with diverse communities, including asking communities questions about protected characteristics, improving data collection, building trust and enabling communities to understand why it is important for them to share information about protected characteristics.

6.2. Inclusive Data Strategy

6.2.1. A proposal has been developed for an Inclusive Data Strategy for Manchester in order that MCC and partners can improve the quality of data relating to protected characteristics. The proposal consists of three main elements:

- Undertaking a system-wide Inclusive Data Maturity Assessment to understand the strengths and weaknesses of the data system in Manchester; a small Task and Finish Group has been established to scope out this work.
- Redesigning the Council's corporate privacy notice to make the content clearer, more accessible and more understandable; a first draft of an 'easy read' version has been developed and shared with the CHEM Sounding Boards for comments and suggestions.
- Building inclusive data principles into MCC's Research, Evaluation and Data Sciences Framework alongside social value, ethical practices and zero carbon considerations.

7. The Making Manchester Fairer Community Forum

7.1. The establishment of a Community Forum is a key action within the programme's Resident and Community Engagement and Involvement workstream and is critical to ensuring that the voice of lived experience and community perspective is embedded in the governance structure. The Forum will work with and support the Programme Board by reviewing, questioning and supporting the development of Making Manchester Fairer delivery plans. It will also have a role in supporting the Programme Board to hold partners to account from a community perspective.

- 7.2. In January 2024 Healthy Me Healthy Communities were commissioned to help establish and then host and support the Forum. Working closely with the workstream lead and the MCC Communications team, a recruitment campaign was delivered over the summer of 2024 with the aim of recruiting sixteen residents who reflect the diversity of the Manchester resident population. The campaign was designed around the protected characteristics of the Equality Act as well as the extra characteristics observed by Manchester City Council.
- 7.3. Recruitment materials included various image options designed to speak to many different communities of interest and other culturally appropriate materials. Sector-wide partners were identified linked to the protected characteristics to help to distribute the opportunity. Communication techniques used included the use of carefully targeted social media adverts.
- 7.4. Over 191 applications were received following a three-week campaign. The majority of applications came from wards targeted for cost-of living support. There was a good response from the over-50s and from people with disabilities and long-term conditions. 50% of applications were from people from Black, Asian and Minority Ethnic groups; 38% were from White British applicants; and 12% were from people who preferred not to say. 45% of applicants had caring responsibilities.
- 7.5. A selection panel, including two Non-Executive Members of the Making Manchester Fairer Programme Board, appraised the applications based on location, lived experience of poverty, exclusion and discrimination and protected characteristics. Preference was given to applicants with no or little community involvement experience and applicants residing in 'cost of living' wards.
- 7.6. Sixteen forum members were recruited, and the Community Forum held its first informal meeting at the end of September. The workplan for the Community Forum includes skills development, community practice approaches and exploration of the Making Manchester Fairer themes. Community Forum members were supported to attend October's meeting of the Manchester Health Scrutiny Committee where Making Manchester Fairer provided its annual report. Community Forum members also attended and observed the Making Manchester Fairer Programme Board meeting in October.
- 7.7. A Terms of Reference for the Community Forum is being developed and work is being undertaken to align the Community Forum with the existing governance structure for the programme, ensuring that members are supported to contribute to the development of the programme. Once the Community Forum is more firmly established and operating effectively, further mechanisms for the members to share their ideas and suggestions for improvements to resident involvement will be explored.

8. Recommendations

- 8.1. Note the progress made on the delivery of Theme 7 and 8 actions in the last twelve months.
- 8.2. Note the progress in establishing the Making Manchester Fairer Community Forum.